



Waste Reduction and Prevention

1991 Strategy Report

**Waste Reduction and Prevention Branch
Planning and Innovation Division
Manitoba Environment**

March 1991

**Manitoba
Environment**





91-05054/

Minister of
Environment

Legislative Building
Winnipeg, Manitoba, CANADA
R3C 0V8

March 13, 1991

Fellow Manitobans:

I am pleased to issue the first Waste Reduction and Prevention Strategy Report as required by *The Waste Reduction and Prevention Act*.

The objective of the WRAP Strategy Report is to communicate to Manitobans specific goals for the reduction of municipal solid waste and set out the means of achieving these goals. The report also summarizes the current status of waste reduction and prevention activities in the province.

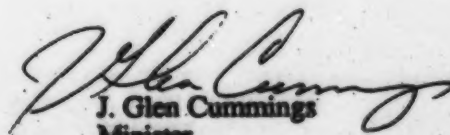
Considerable activity has taken place since May 1990 when the Manitoba Recycling Action Committee Waste Minimization Action Plan was issued. The WRAP Strategy is being developed to ensure all stakeholders are involved in a productive attack on the problem of excess waste. Over the past year, many new and innovative community-based projects have begun, providing us with information and experience in the practical measures which must be taken to make waste reduction a reality.

The provincial government has a key role to play in finding solutions to the waste problem, but it is not solely government's responsibility. Collaborative efforts with other levels of government, consumers, environmental groups and business will ensure we all share in our responsibility to reduce waste.

I think that readers will find encouraging news in this report. Along with the many reminders of how far we have to go, a picture begins to emerge of a community joining in a common purpose to implement a plan that will eliminate fully 50% of our per capita solid wastes by the year 2000, and seek further reduction thereafter. I encourage all Manitobans to take an active role in the development of the WRAP Strategy. I look forward to your views and participation at the WRAP '91 Conference in April, which will focus on this issue.

Waste reduction and prevention is a province-wide initiative in which I and all other Manitobans can be proud to play a part.

Sincerely,


J. Glen Cummings
Minister





Waste Reduction and Prevention

1991 Strategy Report March 1991

Written comments concerning the 1991 WRAP Strategy Report can be sent to the Minister of Environment:

The Honourable J. Glen Cummings
Minister of Environment
Room 344, Legislative Building
Winnipeg, Manitoba
R3C 0V8

Additional copies of the 1991 WRAP Strategy Report are available from:
Waste Reduction and Prevention Branch, Planning and Innovation, Manitoba
Environment, 960 - 330 St. Mary Ave., Winnipeg, Manitoba R3C 3Z5
Phone: (204) 945-8443

Printed on  recycled paper

Acknowledgement

The WRAP Strategy Report reflects the input of hundreds of Manitobans who have worked to make the reduction and prevention of waste a reality across the province in both word and deed.

Manitoba Environment would like to thank McNally Creative Services and members of The Recycling and Waste Management Working Group, representing the following departments for assistance in preparation of this report:

- Cooperative, Consumer and Corporate Affairs
- Manitoba Hydro
- Rural Development
- Education
- Northern Affairs
- Environment
- Sustainable Development Coordination Unit
- Manitoba Hazardous Waste Management Corporation
- Urban Affairs
- Highways and Transportation
- Culture, Heritage and Citizenship
- Health
- Natural Resources
- Industry, Trade and Tourism

In addition, the efforts of Environment Department staff, industry, business and municipal representatives, public interest groups, interested citizens and the members of the Manitoba Recycling Action Committee who contributed to the formation of the WRAP Strategy are gratefully appreciated.

EXECUTIVE SUMMARY

Developing a Plan

Waste Reduction and Prevention (WRAP) is the guiding concept of Manitoba Environment's waste reduction initiative. The approach embraces the four "R's" of waste minimization — reduce, reuse, recycle and recover. The term itself has been used for both the title of the core legislation, *The WRAP Act*, and the unit that administers it, the WRAP Branch.

The focus of the 1991 WRAP Strategy is on municipal solid waste. The Strategy is being developed to achieve a 50% reduction in per capita solid waste by the year 2000.

The Minister of Environment appointed a multi-stakeholder Recycling Action Committee in June of 1989 to conduct a series of public consultations to advise him on how to achieve the waste reduction goal. The Committee's Action Plan, "A Waste Minimization Strategy for Manitoba in the 1990's" was released by the Minister in June 1990. Government initiatives in response are detailed in Appendix A.

The Waste Reduction and Prevention (WRAP) Act was proclaimed on August 31, 1990 to facilitate the implementation of the Committee's recommendations. The Act creates the authority for Government to establish financial assessments to support waste reduction programs for specific products and materials. It includes provisions for industry stakeholder consultations, reporting, establishing waste reduction targets and establishing financial mechanisms, including deposits, handling fees and pre-disposal fees, as well as powers to license distributors or prohibit the sale of products or materials in Manitoba.

The WRAP Act calls for the preparation of a "Waste Reduction and Prevention Strategy Report" within six months of its coming into force and annually thereafter. This is the first such report. As required in *The WRAP Act* the Report includes the following information:

- a) a statement of specific goals relating to waste reduction and prevention;
- b) a plan setting out the means of achieving these goals; and
- c) a report on waste reduction and prevention activities in the province.

The Report describes WRAP initiatives involving consultations now underway with stakeholder groups to address an initial set of priority component materials in the waste stream. These include newspapers, beverage containers, oil and tires. These consultations are designed to ensure that distributors accept responsibility and stewardship for their products or materials.

The Report addresses key areas of WRAP Strategy development: responsibility, coordination, education and awareness, priority materials, and material collection and handling. These strategic components are also the focus of the WRAP'91 Conference to be held April 19-20 as a forum for discussion of the WRAP Strategy Report and stakeholder and grassroots input into WRAP initiatives.

Getting Started

Implementation of the WRAP Strategy in 1990-91 has emphasized building a common cause, establishing partnership among all segments of society, and developing conditions and systems to support sustainable activities that will achieve a 50% reduction in municipal solid waste. This emphasis has been adopted to ensure that resources and energies will be used effectively and efficiently, and not squandered. There will be a shift in emphasis from "development" to "operating systems" in future years.

The principal accomplishments in the past year have been the following:

Coordinated Approach:

- Completion of the Recycling Action Committee Waste Minimization Action Plan.
- Response to Recycling Action Committee recommendations.
- Proclamation of *The Waste Reduction and Prevention Act*.
- Development of the first WRAP Strategy Report.
- Establishment of committees to ensure partnership with other levels of government, the public and the business community.
- Establishment of a WRAP Branch in the Planning and Innovation Division of Manitoba Environment.

Distributor Responsibility:

- Establishment of a WRAP process to set priority waste diversion targets and develop WRAP Action Plans for designated materials.
- Initiation of distributor WRAP Committees for old newspapers, beverage containers, used oil and used tires.

Collection and Processing:

- Establishment of the Environmental Innovations Fund (EIF).
- Allocation of \$1 million to support projects including 10 different collection and processing pilot projects among the 30 projects approved.
- Project evaluation and data collection to identify efficient and effective approaches to waste reduction.
- Establishment of a pilot Recycling Business Development Fund.

Province-wide Cooperation:

- Hiring of two Recycling Outreach Officers to establish ongoing liaison with grassroots organizations, municipalities and recycling industries and to develop approaches to province-wide coordination.
- Establishment of a Regional Recycling Network of waste management coordinators involving the On-Site Program.

Information and Education:

- Establishment of a recycling information telephone line.
- Development of activity materials for school curricula.

TABLE OF CONTENTS

	PAGE
EXECUTIVE SUMMARY	i
I: THE CHALLENGE	
WRAP: A CHALLENGE FOR THE NINETIES	1
MEETING THE CHALLENGE	2
II: THE STRATEGY	
A COORDINATED APPROACH	3
DISTRIBUTOR RESPONSIBILITY	7
COLLECTION AND PROCESSING	10
PROVINCE-WIDE COOPERATION	13
EDUCATION AND INFORMATION	14
III: MOVING FORWARD	
LOOKING AHEAD: WRAP STRATEGY 1992	16
APPENDIX A: GOVERNMENT INITIATIVES IN RESPONSE TO THE RECYCLING ACTION COMMITTEE RECOMMENDATIONS	
APPENDIX B: ENVIRONMENTAL INNOVATIONS FUND: WASTE MINIMIZATION COMPONENT	
APPENDIX C: GLOSSARY OF TERMS AND ACRONYMS	



I: THE CHALLENGE

WRAP: A CHALLENGE FOR THE NINETIES

Over the course of the 1980's public concern for the environment rose dramatically. No issue reflected this trend more than society's attitude to waste.

Garbage is as old as civilization itself. However, the public has become less and less accepting of waste as it has become more and more concerned about environmental threats and resource conservation. This is true even in Manitoba where space for disposing of our solid wastes is not yet in crisis.

In 1989, the provincial government formally recognized the need for action on the issue. The Province established a goal of 50% reduction in municipal solid waste to be accomplished by the year 2000. The goal is to be achieved through a master strategy implemented under *The Waste Reduction and Prevention Act* — known as *The WRAP Act* for short — enacted on August 31, 1990.

Public Involvement

Thousands of consumers, community activists, business people and people of all ages from across Manitoba have become involved in recycling and other waste reduction projects. The high level of correspondence and participation in public meetings and conferences has shown there is a strong desire to reduce the environmental impact of waste. Community input has, in large part, shaped the WRAP Strategy for municipal solid waste. Manitobans have consistently expressed a strong will to take up the challenge of reducing and preventing waste in a way that makes economic sense.

The Strategy is necessarily broadly based and far-reaching. It includes recycling, but only as one part of a comprehensive plan. The changes required to fulfil such a strategy affect every part of the consumer society, from product design through packaging and distribution to use and final disposal. They affect us all. Every individual and institution in Manitoba must be involved. It is everyone's responsibility.

WRAP IN CONTEXT

The WRAP Strategy is part of a broader initiative being developed by the Manitoba Round Table on Environment and Economy. In addition to municipal solid waste the Round Table's Recycling and Waste Management Strategy will address biomedical, military, animal, liquid, nuclear and hazardous waste among others.

The goals of the Round Table's Recycling and Waste Management Strategy are:

- To promote recycling, maximize the reuse of goods and materials and enhance opportunities for recycling throughout the province
- To reduce the amount of resources used and reduce waste generation in the manufacturing of products.
- To enhance awareness and understanding of the need for waste reduction, the potential for recycling and the value of discards and residuals that yield secondary materials.
- To promote the development of recycling and waste management industries.

MEETING THE CHALLENGE

This report presents a summary of the strategic approach developed by the Government of Manitoba to ensure the reduction and prevention of waste in Manitoba. The specific goal is 50% less municipal and industrial solid waste generated per capita in 2000 than in 1988.

The WRAP Strategy reflects the work of a multi-stakeholder Recycling Action Committee which submitted 56 recommendations to the Minister of the Environment in its report in May 1990.

The Recycling Action Committee proposed an approach far broader than its name would suggest. The Committee asserted that consideration should be given to reducing waste from the time a product is designed, during its manufacture, distribution and consumption and through to its ultimate disposal. It was the Committee's contention that "responsibility for waste occurs at all stages of a product's life-cycle". The Committee's final report stressed six "R's": reduction, reuse, recycling, recovery, residue management and shared responsibility.

Accordingly, the WRAP Strategy comprises a number of key components: waste and litter prevention, designation of responsibility, education, awareness and recycling.

The overall approach is clearly evident in the call for development of WRAP Action Plans which target priority products and hold their distributors responsible for spearheading programs to reduce waste caused by their products.

A WRAP Committee composed of stakeholder representatives will be appointed by the Minister of Environment to address each designated priority material. The WRAP Committees develop action plans for priority materials in consultation with Manitoba Environment. Other government departments, municipal governments, local businesses and community groups will participate in implementing programs.

The WRAP Act facilitates implementation of Recycling Action Committee recommendations. It enables enforcement of provisions of the WRAP Strategy to maintain a "level playing field" for each affected industry. *The WRAP Act* also created, by an amendment to the Environment Act, an Environmental Innovations Fund. The Fund provides financial support to establish environmental innovation projects proposed by community groups, businesses, municipalities and government departments.

CONSULTATION FOR CHANGE

The WRAP Act creates a consultative process with producers and consumers of products and materials with the potential to become waste. Together they would establish specific targets and strategies to achieve waste reduction for designated materials. The intent of the Act is to make it possible to achieve a waste reduction goal while ensuring that a "level playing field" exists between competing businesses.

The purpose of *The WRAP Act* is to:

- Reduce and prevent the production and dissemination of waste in the province;
- Encourage consumers, producers, governments, government agencies and others to develop and adopt practices and programs for the reduction and prevention of waste;
- Support research and innovation in the field of waste reduction and prevention; and
- Enhance public awareness of the detrimental effect of waste on the environment and natural resources of the province.

II: THE STRATEGY

A COORDINATED APPROACH

Attaining the overall goal of a 50% reduction in municipal solid waste is an ambitious undertaking which encourages us to do things differently than we have in the past. A program for extended change calls for a focus to ensure efficiency, fairness, and partnership in making progress toward the established goal.

Clarifying Responsibility

Who is responsible for solving the waste problem?

The Recycling Action Committee believed that we must "each accept our shared responsibility for achieving the reduction goal". The provincial government was assigned the additional role of "holding the rest of us accountable for our responsibilities". Consumers, distributors, producers, and different levels of government each maintain distinct responsibilities for specific functions.

Until *The Waste Reduction and Prevention Act*, legal responsibilities for municipal waste did not extend beyond standards for environmentally safe disposal. *The WRAP Act* enables the Province to assign responsibility for stewardship. In reducing and preventing waste, responsibility will be shared as appropriate by producers, vendors, suppliers, or distributors (hereafter to be identified as "distributors"¹). Execution of this responsibility will necessarily involve everyone's cooperation. Development of the overall WRAP Strategy in Manitoba is a responsibility of the Minister of Environment.

The responsibility for improving municipal waste management activities ultimately rests with local municipal governments. Municipal governments are in the best position to determine how a community's municipal waste should be handled and what waste reduction activities are suitable. Nevertheless, local decisions about waste disposal should be coordinated to integrate well with initiatives to reduce waste under the provincial WRAP Strategy.

¹ The WRAP Act refers to "vendors, suppliers or distributors" of a product or material as "producers" (i.e. as producers of a potential waste problem.) The central focus is on the distribution chain for such products and materials in Manitoba, not on the production (eg. manufacturing) of products that may be exported. In this way products and materials whether produced locally or imported will compete on an even playing field. The term "distributor", rather than "producer" is emphasized in this report as it corresponds more closely to the every day understanding of the function of vendors, suppliers and distributors.

1990 - 91

HIGHLIGHTS: COORDINATION

- The WRAP Strategy is linked with other ongoing processes addressing waste management issues:

NATIONALLY:

WRAP is consistent with the National Packaging Protocol coordinated by the Canadian Council of Ministers of Environment and cooperates with the Environmental Partners Fund administered by Environment Canada;

PROVINCIALY:

WRAP is linked to the Recycling and Waste Management component of the Sustainable Development Strategy being developed by the Manitoba Round Table on Environment and Economy; and

MUNICIPALLY:

WRAP is linked to the Municipal Solid Waste Reduction Coordinating Committee and other municipal initiatives.

Getting the Facts

Do we accurately know the nature of the municipal solid waste problem? Can we monitor achievements in meeting our goal of 50% waste reduction?

To date we have had to rely on information from other jurisdictions to estimate the extent of our problem in Manitoba. There is good reason to believe that Manitoba's situation does not vary greatly from that of other provinces, but it is essential that data specific to Manitoba be collected. This is consistent with the objective, set by the National Packaging Protocol, to create by 1991 "a nationally coordinated data collection program to make possible the monitoring of targets". In this way it will be possible to evaluate the extent to which our priorities are valid and our actions are effective.

We don't know exactly what is in our waste, or how much of it there is, because measuring and monitoring have not been considered important. That has changed because of environmental concerns, the economics of waste disposal and the need to reduce waste. Financial implications, program planning, facility design and regulatory development all dictate the need for accurate information on materials in the waste stream. Uncertainty over the volume of materials will discourage investors from undertaking projects that rely on secondary or recyclable materials.

Setting Targets

Is the 50% waste reduction goal realistic?

The 50% reduction goal can be achieved. Estimates of the different components of the waste stream indicate that we have only scratched the surface in eliminating waste because we have only begun to exercise the 4 R's: reduce at source, reuse, recycle and recover. There is extensive opportunity for new initiatives.

Manitoba's waste reduction goal is consistent with the objectives of all provinces in Canada. The agreement to this goal in April 1989 by the Canadian Council of Resource and Environment Ministers (now the Canadian Council of Ministers of the Environment [CCME]) led to the development of the National Packaging Protocol (NAPP), designed to reduce packaging waste across Canada by 50% by 2000.

To make sure new initiatives will effectively contribute to meeting our goal, we must set long-term and interim targets. Waste reduction targets for specific products and materials in the municipal waste stream will be established through WRAP Action Plan development. The implementation and monitoring of the WRAP Action Plans will provide more reliable baseline information. Future annual WRAP Strategy Reports will focus on these targets and report on progress.

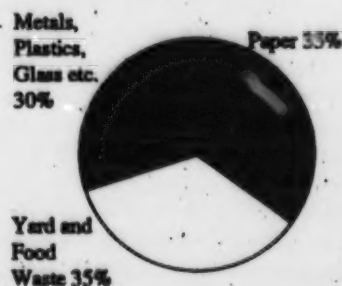
• The Waste Reduction and Prevention (WRAP) Act was proclaimed in August 1990. It mandates a multi-stakeholder approach and commits Manitoba to a Waste Reduction and Prevention Strategy rather than a limited recycling strategy.

• The WRAP Act empowers government to set targets and levy penalties to ensure compliance.

• Manitoba Environment established a Waste Reduction and Prevention Branch in the Planning and Innovation Division. The Branch is at work on a long term WRAP Strategy in consultation with other government departments and stakeholders. Long term plans are to be decided upon by 1992-93 in order to achieve 50% reduction in municipal solid wastes by 2000.

• Manitoba Environment and other levels of government are discussing cost-shared programs to analyze and measure waste stream components.

Manitoba's Solid Waste



Setting Priorities

Can we do everything at once?

Supporting an across-the-board initiative would require very extensive resources. At the present time, there are many barriers that must be overcome. Up until recently, little emphasis was placed on waste reduction and prevention. Emphasis on the consumption of products and materials was not accompanied by concern over associated wastes. We became a "throw-away" society.

Diverting waste requires the development of new systems to handle materials. This requires planning and thoughtful implementation. Building sustainable solutions requires establishment of the right conditions. We can benefit by attacking problems systematically, identifying barriers, determining effective and efficient approaches and applying these to related matters. Specifically, local market development and improved material handling capabilities have been identified as key areas for encouraging new initiatives.

At the current rate of generating waste, Manitobans will before long require more land for disposal. Many existing waste disposal grounds are situated on sites selected solely because they were convenient and available, regardless of environmental considerations. In some cases disposal practices have had adverse environmental effects. Changes are required in the way municipalities and businesses manage their solid wastes.

Conventional disposal will not continue to be a cheap solution. Improved environmental standards in Manitoba and elsewhere will make building and operating new facilities more expensive. The absence of an immediate waste disposal crisis in Manitoba allows us some time to develop cost effective and efficient waste reduction solutions.

Implementation plans are designed to meet an interim target of 20% reduction by 1995. In general terms, we are proceeding in a development phase until 1992-93, at which point long-term solutions must be applied so that we may meet the 50% waste reduction goal by the target date of 2000.

Building Partnerships

What role will the provincial government play?

Solving the waste problem is not solely government's responsibility, but the provincial government has a key role to play in ensuring that resource-wasteful duplication is avoided and opportunities for collaboration are pursued. This will help to ensure that all those pursuing actions in the name of recycling and waste reduction are working together and not at cross-purposes.

• To meet an interim target of 20% reduction by 1995 we are proceeding in a development phase until 1992-93, at which point long-term solutions must be applied so that we may meet the 50% waste reduction goal by 2000.

• A WRAP Advisory Committee is to be established in 1991 by the Minister of Environment. In keeping with the need to forge partnerships, the Advisory Committee will be appointed to represent various stakeholders.

"Is it realistic not to do something about it? It is everyone's problem and we all have to pay."

(Submission to RAC Town Hall Meeting, Dauphin, October 1989)

This requires ongoing coordination within the provincial government, with municipal and federal levels of government, and with neighbouring provinces and states to identify regional opportunities. It also provides the opportunity to work together with the private sector and with grassroots organizations in building solutions.

***"It is a myth that
anything is ever
disposed of."***

*(Conference participant, Conserving
Our Future, March 1990)*

DISTRIBUTOR RESPONSIBILITY

Growing public concern over waste disposal and resource conservation has prompted producers, distributors and consumers to consider all aspects of a product's "life cycle". Expectations today are that social costs associated with the production, distribution or disposal of goods should no longer be ignored or paid for by the general taxpayer. Public values have shifted to call for the adoption of a "polluter pay" and "user pay" ethic. As a result, attention must now be paid to ways to assign responsibility for sharing these costs or, better, preventing unnecessary costs in the first place.

A fundamental point of agreement for the Recycling Action Committee was the principle that the polluter should pay for abating pollution and that waste is a form of pollution. The Committee determined it was "crucial that the distributors of products in Manitoba take responsibility for the waste associated with those products".

The WRAP Act enables the Province to assign a general responsibility for waste reduction to the producers, vendors, suppliers, or distributors of "products and materials with the potential to become waste". It enables the Minister to hold businesses responsible for ensuring that actions are taken to reduce and prevent waste. Where voluntary options are not feasible or are not pursued, it enables the Government to apply deposits and other financial assessments such as pre-disposal levies to meet this objective.

While its powers are far-reaching, government's policy is actively to encourage non-regulatory solutions in the first instance. Economists point out that this holds promise of the greatest economic efficiency.

The business community has taken important steps in responding to the waste reduction challenge. In many cases, waste audits have yielded cost savings as well as reduced volumes of waste. Some industries have voluntarily levied charges to cover environmental costs. For instance, a \$1 surcharge on agricultural chemical containers is currently being managed in Manitoba by the multi-stakeholder Association for a Clean Rural Environment (ACRE). The Provincial Government's role is to ensure that waste reduction and prevention goals are set and achieved and to maintain a level playing field.

Identifying Priority Materials

What materials or products should be targeted first?

Many materials, including paper, metal, glass and plastics, have value as secondary materials if they are kept separate and uncontaminated and collected in sufficient quantities. The Recycling Action Committee suggested the following criteria for identifying products

1990 - 91

HIGHLIGHTS: PRIORITY MATERIALS

- WRAP Committees were established in January 1991 for four priority materials: waste paper (old newspapers); beverage containers; used tires; and used oil. The creation of the committees effectively marks the beginning of negotiations to minimize wastes in these crucial parts of the waste stream.

- The WRAP Committee on Beverage Containers has initiated negotiations with beverage industry distributors. Initial emphasis is on carbonated beverage containers, but the focus of the committee will widen in the near future. An interim report is expected in April 1991. Implementation decisions are scheduled for June 1991.

- The WRAP Committee on Old Newspapers has initiated negotiations with newspaper distributors. The Manitoba Government has made a commitment to establish a collection and marketing intermediary to ensure there is a connection between the supply of old newspapers and the market for them.

that should be targeted for waste reduction programs:

- The proportion of the product or material in the waste stream.
- The toxicity or other problems created in a waste disposal ground.
- The level of public concern.
- The ease of waste reduction.
- The environmental significance of the product or material.

These criteria have been applied to determine the first set of four priority materials to come under WRAP negotiations: newspapers, lubricating oil, tires, and beverage containers.

Establishing a process for planning waste reduction and prevention

How will decisions be made?

The WRAP Act establishes a clear process for addressing waste reduction problems. There are clearly defined stages in the WRAP process. These steps are as follows:

- Identification of a priority material.
- The Minister of Environment appoints a stakeholder WRAP Committee for each priority material.
- Adoption of a target for waste reduction or prevention.
- Development of plans and programs to meet the target.
- Review of WRAP Committee Report by the Minister of Environment.
- Development of WRAP regulations if necessary.
- Minister approves WRAP Action Plan.
- Recording of information on the program's performance.
- Assessment of effectiveness.

The procedure followed by Manitoba Environment for the development of WRAP Action Plans ensures public consultation and accountability. Stakeholders and the public may review both the WRAP Committee terms of reference and its reports. There will be full consultation on regulatory initiatives.

Strengthening markets for recyclables

How can we recycle if we don't have markets for secondary materials?

There is a well established secondary material industry in Manitoba collecting paper, glass, metal, plastics, used oil and batteries. Each of these is sold to local and distant markets. Local manufacturers consume large volumes of waste paper, metals and plastics to produce new products. However, these markets have traditionally relied on post-commercial wastes and are insufficient to meet the potential volume of post-consumer materials that can be diverted from the residential waste stream.

• WRAP Committees on automotive tires and lubricating oils have initiated negotiations with distributors of these products. Initial reports are due in April of 1991.

• New priority materials for a second phase of negotiations will be announced in June 1991.

• A Recycling Business Development Fund (RBDF) was established in 1990 to assist manufacturing and processing firms and related services. The Fund will encourage firms to incorporate waste reduction and prevention technology into their operations, and to use recyclable products. The Fund is administered by the Department of Industry, Trade and Tourism.

The establishment of WRAP Action Plans and distributor responsibility will ensure that material is diverted from waste disposal grounds and consistent supplies of secondary materials are available. They will encourage the development of markets for secondary materials. In fact, market development for secondary materials is recognized as one of the most important strategic concerns to be addressed in implementation of *The WRAP Act*.

Consumer choice is a powerful force in the marketplace. Increasing environmental awareness and demand for paper and other products with recycled material content is encouraging the use of more secondary materials in manufacturing processes. Programs such as Environment Canada's "Environmental Choice Program" examine the environmental impact of a product throughout its life cycle to identify products that meet specific environmental standards.

Strengthening reduction at source

Can we reach our waste reduction goal through better handling of secondary materials?

Historically, waste management has been an "end-of-the-pipe" activity, coming into play only after the product becomes waste. Source reduction is a proven approach that precedes waste management. It addresses how products are manufactured, purchased and used. Source reduction is being addressed by the National Packaging Protocol. The Manitoba Hazardous Waste Management Corporation, through its Generator Services and Waste Audit Program, has promoted this concept to Manitoba business. However, source reduction remains an approach that requires increased attention and promotion. The 1991 WRAP work plan will pursue source reduction opportunities.

Promoting and assisting new industries

Do we have the industrial and technological capabilities to meet the challenge of waste reduction?

In Manitoba there is extensive experience in solving waste reduction and prevention problems. However, acceleration of the timely application of existing technologies and the development of new solutions will be a priority. The Environmental Innovations Fund established a Recycling Business Development Fund in 1990. The Department of Industry, Trade and Tourism is exploring ways to promote environmental industries and technology development in this area.

"The consumer has the power. If we don't buy it, they won't make it."

(Submission to RAC Town Hall Meeting, Winkler, October 1989)

"Abundance breeds waste and waste breeds inefficiency. Until we develop a "waste not, want not" mentality, Canada will not achieve competitiveness in the world."

(Jon K. Grant, President and Chief Executive Officer, The Quaker Oats Co. of Canada, Globe and Mail, March 5, 1991)

COLLECTION AND PROCESSING

Emphasizing collection and processing of post-consumer materials is a sure prescription for frustration unless we can solve the problem of weak and changing markets. However, while we strengthen markets we must also build up our capabilities for collecting and processing materials.

To date private sector collection and recycling efforts have focused on materials that are readily available in large quantities from commercial operations. These include waste paper from printing operations and large warehouses, car bodies and white goods, used oil from garages and glass from window replacement companies. We have barely begun to develop a residential collection and handling infrastructure for recyclable materials.

Recycling programs must be developed to be flexible enough to handle market fluctuations and uncertain outlets for secondary materials. Storage capabilities will have to be built. By starting small, by evaluating different local pilot collection programs and by analyzing programs from other jurisdictions, local planning mistakes will be minimized. Program expansion will follow as markets stabilize and confidence builds in the chosen methods of collection and handling.

The principle of distributor responsibility for waste generation as outlined in the WRAP Strategy ensures that producers and distributors of products in Manitoba will come together to find ways to divert waste from waste disposal grounds, identify and encourage technology to deal with materials and seek and develop markets for recyclable materials.

Supporting pilot and demonstration projects

Why don't governments just pass a law making people recycle?

Recycling involves segregation of wastes, collection, sorting and cleaning, processing, and shipping to a market with ongoing demand for the recyclable product. No single law in any single jurisdiction can create and sustain such an elaborate sequence involving so many participants.

Nevertheless, tremendous efforts are being made throughout North America to deal with the "garbage crisis". As solutions are found and markets developed, Manitoba will benefit. These initiatives will be monitored carefully, since not all experiences from other places are appropriate to Manitoba's situation. Pilot projects and experimental demonstrations provide opportunities to determine the best directions for us to pursue.

1990 - 91

HIGHLIGHTS: COLLECTION AND PROCESSING

- In June 1990 \$1 million was allocated from the Environmental Innovations Fund for waste reduction initiatives such as pilot multi-material collection programs, composting, education and other community projects. As of February 1991, over 30 projects had been approved. (See Appendix B for a list of projects approved)

- In 1991 the newly formed WRAP Advisory Committee will be asked to develop criteria to evaluate infrastructure development and demonstration.

- The Manitoba Government established an Environmentally Sensitive Initiatives Committee in May 1989. It has already created and implemented new government purchasing policies and is continuing its work under an expanded mandate.

Manitoba has established an Environmental Innovations Fund (EIF) to finance initiatives such as waste reduction and prevention projects and demonstrations. Since June 1990, the EIF: Waste Minimization Component has supported over 30 projects. Ten of these have been multi-material collection projects. They will help determine the effectiveness and efficiency of different approaches, such as curbside collection, depots and drop-off bins. The EIF: Waste Minimization Component is also funding initiatives to promote composting throughout the province.

Maintaining an efficient and equitable funding process

How are funding decisions made?

The intent of the EIF: Waste Minimization Component is to obtain information on the effectiveness of new and experimental approaches to waste reduction. The fund will not provide ongoing support to recycling programs, and the available resources are being used to explore several different aspects of waste reduction and recycling such as collection, composting, business development, education and coordination. Funding criteria used to fulfil the mandate of the EIF: Waste Minimization Component are outlined in detail in Appendix B.

Evaluating projects and sharing information

How will we determine the most appropriate methods for waste reduction?

Projects funded by the EIF must report on project activities and expenses. These reports include measurement of key indicators of the project's proposed innovation.

Careful planning, management and record-keeping are essential for these pilots to be useful. Participation, project costs and considerations of future sustainability are important indicators of a project's viability. Analysis and evaluation of data collected from all residential collection projects will allow conclusions to be drawn on the efficiency and effectiveness of different approaches.

Establishing collection and processing systems

When will comprehensive recycling programs operate in Manitoba?

A growing number of successful grassroots recycling efforts are proving that recycling is a popular activity. To date, efficient handling of materials and transportation costs limit the effectiveness of many of these programs. The provincial government is committed to ensuring that development of these efforts occurs in the most efficient and effective way.

• A Manitoba Government Interdepartmental Recycling and Waste Management Working Group is reviewing the Recycling Action Committee

recommendations to ensure consistency with the goals of the Recycling and Waste Management Strategy called for by the Manitoba Round Table on Environment and Economy. This includes proposed requirements for Crown Corporations and major Government suppliers to adhere to environmentally sensitive procurement policies.

• The Environmental Partners Fund, administered by Environment Canada has contributed over \$280,000 to 23 recycling and composting projects in Manitoba. The total value of these projects is over \$1.7 million.

With the development of practical experience throughout the province, the implementation of WRAP Action Plans for priority materials and a continued commitment by municipalities and grassroots organizations to establish and promote waste reduction programs, a material collection and handling infrastructure will begin to emerge. This step-wise approach will also allow time for the strengthening of markets as a result of WRAP initiatives.

Evaluation of residential recycling projects and waste reduction activities is already underway. This information will lead to and support WRAP Strategy implementation decisions. The process will continue until 1992-93, when long-term operating system decisions will be made.



"Sometimes, it's best to await the results of research on an ecological ill -- not as an excuse for inaction but in order to ensure that future spending is cost-effective, not simply politically fashionable."

(Financial Times editorial, January 21, 1991)

PROVINCE-WIDE COOPERATION

Key components of a coordinated approach are the development of local expertise in waste reduction and prevention issues, the sharing of experiences and information, the demonstration of new techniques and procedures in material collection, handling and transportation, and the development of a "Manitoba solution" to waste reduction and prevention problems.

Gathering, analyzing and sharing information will be a high priority of the WRAP Strategy. Manitoba Environment and the grass roots community will have a significant role to play in this area. Developing regional responsibilities for waste reduction and prevention and improving regional waste management activities will help achieve economies of scale despite Manitoba's dispersed urban base.

Building on grassroots involvement

What role will community groups play in waste reduction?

Grassroots groups have led the way in calling for municipal solid waste recycling programs. They have operated community recycling days and promoted waste reduction and composting throughout Manitoba. Their role has been significant and will continue to be an important component of the WRAP Strategy.

Many new and interesting approaches have been tried in cities and communities throughout Manitoba. Reduction projects are under development from Churchill to Emerson. Thousands of hours of volunteer efforts have shown that waste reduction is an important issue for Manitobans. These projects have shown that large tonnages of material can be recovered from the municipal waste stream by source separation and that revenue can be generated from the sale of recyclable materials. Cooperation among communities on a regional basis can create larger, more marketable supplies of materials.

Additional support and involvement from local municipal councils and the business sector is important to expanding these community programs. Increasing public awareness and demonstrating new approaches to waste reduction and prevention will continue to be an important contribution of grassroots community groups.

1990 - 91

HIGHLIGHTS: PROVINCIAL COOPERATION

- The Province hired two Recycling Outreach Officers in August 1990. Their work is to communicate and coordinate with grassroots organizations, municipalities and recycling industries.
- Over 500 Manitobans met in 1990 at the "Conserving Our Future Conference" to develop the recycling Action Committee's Action Plan.
- The Environmental Innovations Fund and the Environmental Partners Fund have supported waste reduction and prevention projects in 23 Manitoba communities.
- A new EIF supported project will provide central training and support for On-Site program personnel to be hired by municipalities interested in forming Regional Recycling Networks. This initiative follows up on a regional waste management study completed for the Pembina Valley Development Corporation.

Providing access for all Manitobans

Will WRAP Strategy approaches vary by region?

The WRAP Strategy is intended to achieve waste reduction for all Manitobans. Waste reduction projects and opportunities will be pursued throughout the province. Solutions will have to be found that address the specific problems of different parts of the province. Urban centres, rural communities, resort areas and remote communities all require unique approaches to waste reduction. The development of a regional recycling infrastructure throughout the province will increase the viability of local waste reduction efforts and provide effective contact points to implement new program initiatives.

Building on existing strengths and capabilities

Are we starting from scratch to develop our infrastructure?

The motto of the Recycling Action Committee was "We must build on what we have for what we need" and Manitoba has a strong base to build on. The groundwork has been established for the improvement of our waste reduction capabilities. Expanding our recycling efforts for post-commercial, residential and post-consumer materials will be a challenge but new and creative concepts are continually being tried. Local expertise is being developed and an increased understanding of secondary material markets and material handling and transportation issues is helping to overcome some of the barriers to reducing and recycling waste in Manitoba.

- A unique dry anaerobic digestion pilot demonstration project supported by EIF and operated by the University of Manitoba will demonstrate a new approach to municipal solid waste reduction at Portage la Prairie. The establishment of a "Composting Caravan" and backyard composter subsidy program will promote backyard composting throughout Manitoba.

STRENGTHENING EDUCATION AND INFORMATION

Manitobans want information on how to do their part. They want to know where to take recyclables and what they can do to eliminate waste in the first place. And they want to know how they can establish recycling programs and get more actively involved in community projects.

The emphasis to date has been on developing solutions, strengthening markets for recyclables, and preparing information materials so that answers will be available. With the development of the WRAP Strategy, more information on how we can reduce waste will be developed.

Providing information

What support has been provided for increasing awareness?

A tremendous level of requests for information on recycling and waste reduction from the general public and business has prompted funding of a number of information services under the Environmental Innovations Fund.

The telephone information line operated by the Recycling Council of Manitoba provides the public with information on recycling opportunities throughout the province. It also provides community groups, municipalities and other interested groups with information and suggestions on how to get involved. In the first six months of operation, the Recycling Council of Manitoba's Information Line handled over 5,400 calls.

Information and referral services on environmental issues have also been provided to the public by the Manitoba Eco-Network and by a growing number of community-based organizations throughout the province. Interest in waste reduction and prevention opportunities by Manitoba businesses has shown a sharp increase as evidenced by the increase in enquires recorded by the Manitoba Waste Exchange, up from 1,700 in 1988/89 to 3,700 in 1989/90.

Providing educational materials and activities

Are new educational materials being developed?

The Recycling Action Committee recommended that waste minimization issues should be addressed and incorporated into present school curricula, and that education materials and activities be developed to facilitate this integration.

Resource materials for teachers and activities for the classroom have been developed through a collaborative effort of Manitoba Environment, the President of the Science Teachers' Association of Manitoba

1990 - 91

HIGHLIGHTS: EDUCATION AND INFORMATION

- The EIF has funded the Recycling Council of Manitoba to provide a toll-free information line. It handled 5,400 enquiries in its first six months of operation.
- A waste minimization speakers bureau organized by the Recycling Council of Manitoba is the recognized clearinghouse for requests for experts to address different groups around Manitoba. Manitoba Environment employees are among the available speakers.
- Manitoba Environment in cooperation with the president of the Manitoba Science Teachers Association and Department of Education has prepared waste minimization information especially for classroom use in grades K through 4.
- At the direction of the Manitoba Round Table on Environment and Economy, an Interdepartmental Education Working Group has been established to develop an Education Strategy for Sustainable Development.

and the Department of Education. These activities have been designed to fit into existing curricular objectives to ensure that there is a developmental learning process. Other environmental teaching materials have been developed by the Manitoba Department of Education.

Strengthening technical skill development

How can the necessary technical skills be developed?

The integration of waste minimization into post-secondary education and training programs requires a collaborative effort of government, industry, and educational institutions.

Such efforts are in the very early stages of development. One example is a collaborative effort at the Mechanical Engineering Design Course at the University of Manitoba. Through the Environmental Innovations Fund, the Government has sponsored four "real-life" environmental design projects that were carried out by students. This program provides students with an opportunity to develop knowledge of current environmental issues and the technical skills required to address these issues.

- **World '90, an international conference on environment, energy and economics sponsored by the Science Teachers Association of Manitoba, was held in October 1990 with partial funding from EIF.**

- **Manitoba Environment and the Manitoba Hazardous Waste Management Corporation sponsor the operation of the Manitoba Waste Exchange to provide industry and business with information on waste reduction and exchange opportunities.**

III: LOOKING AHEAD

THE 1992 WRAP STRATEGY REPORT

A wide range of planning and development activities will be pursued over the coming year. It is foreseen that by March 1992 the WRAP Strategy can shift from the development stage to the implementation of sustainable activities.

Initiatives to be undertaken in 1991-92 will be discussed in the 1992 WRAP Strategy Report. They will include the following:

Coordinated Approach:

- Progress on the Recycling and Waste Management Strategy of the Manitoba Round Table on the Environment and Economy.
- Establishment of a waste stream monitoring program.
- Appointment of a multi-stakeholder WRAP Advisory Committee.
- Continued liaison with the National Packaging Protocol.

Distributor Responsibility:

- Implementation of WRAP Action Plans for the first set of priority materials and consideration of regulatory options.
- Adoption of a second set of priority materials.
- Establishment of a paper collection and marketing intermediary for waste paper.
- Development of a strategy on reduction at source.

Collection and Processing:

- EIF support for pilot projects for 1991-92.
- Evaluation of pilot projects to identify effective and efficient approaches to multi-material collection and processing.
- Support for composting initiatives.
- Development of secondary material markets.

Province-wide Cooperation:

- Assessment of Regional Recycling Network Program.
- Assessment of precise needs to be addressed through implementation of the RAC recommendation on a "grassroots coordinating agency."
- Establishment of a WRAP Project Registry and a WRAP Success Story Award Program.

Information and Education:

- Provision of more information to Manitobans on waste reduction such as how, where and why to recycle and compost waste materials.
- Further development of school materials and activities.

- The WRAP '91 Conference (Winnipeg, April 19-20, 1991) will provide an opportunity for discussion of the 1991 WRAP Strategy Report.

- A WRAP Project Registry and a WRAP Success Story Award Program will be established to recognize waste reduction and prevention achievements.



Waste Reduction and Prevention

APPENDIX A

**Government Initiatives
in Response
to the Recycling Action Committee
Recommendations**

Recycling Action Committee Action Plan

The Waste Minimization Action Plan, prepared by the Manitoba Recycling Action Committee, was publicly released by the Minister of Environment in June 1990. The Action Plan outlined a strategy designed to achieve a 50% reduction in municipal solid waste by the year 2000. The Minister indicated that implementation of recommendations would be pursued once the recommendations had been reviewed. The Action Plan has stimulated considerable discussion and has received favourable response from the general public, industry, other provincial departments and waste reduction and recycling committees established in other provinces.

The 56 recommendations of the Action Plan are currently being reviewed by an Interdepartmental Recycling and Waste Management Working Group, chaired by the Sustainable Development Coordination Unit and representing fourteen government departments. The Committee's mandate is to review the Action Committee's recommendations, develop the provincial position on the Waste Minimization Action Plan and develop the Manitoba Round Table on Environment and Economy's Sustainable Development Strategy for Recycling and Waste Management.

While the implementation of the WRAP Strategy is only beginning, a number of Provincial Government initiatives have been undertaken that address the Action Committee's recommendations. The following Table summarizes these initiatives in response to each of the 56 recommendations contained within the Committee's Report.

Copies of the full report can be obtained from:

Waste Reduction and Prevention Branch
Planning and Innovation Division
Manitoba Environment
960 - 330 St. Mary Avenue
Winnipeg, Manitoba
R3C 3Z5

Summary of Government Initiatives in Response to the Recycling Action Committee (RAC) Recommendations (as of February 1991)

RAC RECOMMENDATION

GOVERNMENT INITIATIVES

1. That the Minister of Environment continue to use a multi-stakeholder approach to implement the measures called for in this Action Plan.

Under *The WRAP Act*, multi-stakeholder involvement is required for establishing waste reduction targets and plans. WRAP Committees in the first instance call on those responsible for products or materials with the potential to become waste to develop WRAP Action Plans to exercise stewardship of their products. There is further provision for multi-stakeholder involvement in reaching final decisions. The multi-stakeholder approach will also be incorporated in the appointment of a WRAP Advisory Committee as required under Section 6(1) of the *Waste Reduction and Prevention Act*, which is to be established by June 1991.

2. That the Manitoba Government adopt the term "Waste Minimization Strategy" rather than a recycling strategy. Waste minimization acknowledges that Reduction and Reuse are preferable to Recycling.

The Manitoba Government has adopted the concept of Waste Reduction and Prevention, rather than recycling, as a focal point, using this term for both the title of the core legislation (*WRAP Act*) and the administrative/technical unit (WRAP Branch) within the Environment Department. The Minister of Environment has forwarded this recommendation for consideration by the Manitoba Round Table on Environment and Economy. The Round Table's Sustainable Development Strategy was released for discussion in October 1990 and will be the subject of public consultation later in 1991. The Manitoba Round Table and the Province have proposed a "Recycling and Waste Management Strategy" that will address all aspects of waste management, not restricted to waste minimization.

3. That the Minister of Environment set a waste reduction goal of a 50% reduction of the 1988 per capita waste flows to landfills by January 1, 2000; and that specific targets be established for several major subcategories of waste.

Manitoba Environment accepts this definition as the baseline to be used in setting goals and evaluating progress. The waste reduction goal is consistent with the objectives of all provinces in Canada and the National Packaging Protocol (NAPP) designed to reduce packaging waste across Canada by 50% by 2000. The need for continued improvement of baseline information is recognized.

4. That the Minister of Environment endorse the principle of a continuing goal to reduce waste in each subsequent decade.

The Minister of Environment endorses this principle, noting the need to set new goals in the light of specific conditions.

RAC RECOMMENDATION

5. That the Minister of Environment specify a mid-term goal of a 20% reduction of the 1988 per capita waste flows to landfills by January 1, 1995, with appropriate, specific, mid-term targets for several major subcategories.

6. That Manitoba Environment undertake province-wide analysis of the nature of wastes entering the landfills to assist in setting the targets. Results of the analysis should be made available to stakeholders and the public.

7 (a). That the Minister of Environment negotiate waste reduction targets with stakeholders in order to accomplish the interim and year 2000 goals.

7 (b). The bases of negotiation should include: the proportion of the product or material in the waste stream, toxicity or other problems created in the landfill, the level of public concern, ease of reduction, and the environmental significance of the product or material.

8 (a). If the Minister of Environment fails in negotiating mutually agreed waste reduction targets, then Manitoba Environment should impose them.

8 (b). Stakeholders should have a right to appeal these imposed targets to an independent arbitration panel. The major test of the appeal should be the reasonableness of the targets.

GOVERNMENT INITIATIVES

A mid-term goal of at least 20% by 1995 is accepted as an appropriate target. A more precise setting of mid-term targets will be addressed in the 1992 WRAP Strategy Report.

The need for waste stream analysis is acknowledged and is consistent with the objective of the National Packaging Protocol to have in place by 1991 "a nationally coordinated data collection program to make possible the monitoring of targets". Manitoba Environment has identified development of the methodology as a priority for 1991 and has initiated discussions with other levels of Government to cost-share this critical initiative.

Formal negotiation of waste reduction targets began in January 1991 with the establishment of WRAP Committees for four priority materials: paper (newspaper); beverage containers; tires and lubricating oil. The WRAP process includes initial consultation with firms that have responsibility for distributing products or materials with the potential to become waste. Other stakeholders are kept informed about this process through Manitoba Environment's Public Registry System, the release of information on Committee terms of reference and through the release of the Committee's Report. Following this process the Minister of Environment will make a decision regarding an acceptable course of action to be implemented through a WRAP Action Plan.

These criteria have been taken into consideration in determining the first set of priority materials that were selected. The criteria will be evaluated and amended as required in future priority-setting exercises. Criteria will also be reviewed by the WRAP Advisory Committee to be established in June 1991.

The WRAP Act was proclaimed in August 1990, conferring the powers to establish targets and employ deposits, levies and/or other financial assessments if these are deemed necessary.

The principle addressed by this recommendation is recognized and accepted. The specific mechanism for implementing this will be among the issues to be referred to the WRAP Advisory Committee to be appointed by June 1991.

RAC RECOMMENDATION

GOVERNMENT INITIATIVES

9. That the Minister of Environment in the annual Waste Reduction and Prevention Strategy Report provide details of the implementation of the Recycling Action Committee's Waste Minimization Strategy.

10. That the "4-R's" in the RAC mandate be expanded to the "6-R's", by including Residue Management and Shared Responsibility, for the purpose of implementing the Waste Minimization Strategy. Wherever practical, the "4-R's" should be implemented in order of Reduction, Reuse, Recycle and Recover.

11. That the Minister of Environment consult urgently on ways and means of overcoming the threat to the viability of industrial recycling operations faced with the need to dispose of their residual wastes.

12. That the Minister of Environment recommend to the Manitoba Round Table that "Waste Minimization and Recycling" be the topic of a substrategy component of its Sustainable Development Strategy, rather than Recycling and Waste Management.

13. That the Minister of Environment recommend that the Manitoba Round Table adopt this Action Plan as a substrategy report.

The WRAP Act calls for the preparation of a "Waste Reduction and Prevention Strategy Report" within six months of coming into force and annually thereafter. As stated in the Act the Report shall include the following information:

- a) a statement of specific goals relating to waste reduction and prevention;
- b) a plan setting out the means of achieving these goals; and
- c) a report on waste reduction and prevention activities in the province.

The first WRAP Strategy Report was released in March 1991.

The WRAP Act, proclaimed in August 1990, establishes specific "responsibility" and "accountability" obligations through consultations with producers, consumers, government agencies and others to improve waste reduction and prevention programs and practices. The hierarchy of Reduction, Reuse, Recycle and Recover is recognized in principle, although specific applications will require a broader cost-benefit review to determine specific options and preferences. A revised Waste Disposal Ground regulation is currently in the final stages of development to ensure high standards of residue management.

The Department of Environment has consulted the City of Winnipeg on the implementation of this recommendation. The City of Winnipeg is currently reviewing this matter and is intending to report later in 1991.

The Minister of Environment has forwarded this recommendation for consideration by the Round Table. The Round Table's Sustainable Development Strategy was released for discussion in October 1990 and will be the subject of public consultation later in 1991. Preliminary review by the Recycling and Waste Management Working Group has identified waste management concerns that go beyond the scope of municipal solid waste, as waste minimization is only one component of waste management, which includes waste handling, storage, processing, etc.

The Action Plan is considered to be a component plan dealing with municipal solid waste under the overall "Recycling and Waste Management Strategy" of the Manitoba Round Table. The Round Table Strategy will cover biomedical, hazardous, animal, liquid, nuclear wastes, etc., in addition to municipal solid wastes, the focus of the RAC Action Plan.

RAC RECOMMENDATION

14. That the Manitoba Government publicly report the adoption of this Waste Minimization Strategy in June 1990 and report on the products to be given priority waste reduction targets by January 1, 1991.

15. That the Minister of Environment set the sales threshold level requiring a distributor's participation in a waste reduction plan. The level could vary and would be set as part of the negotiation of waste reduction targets.

16. That Manitoba Environment develop criteria for evaluating Waste Minimization Plans according to the principles of this Strategy.

17. That the Manitoba Government and its agencies develop Waste Minimization Action Plans for their activities.

18. That the Manitoba Government require all municipalities and school boards in the province to develop Waste Minimization Action Plans.

19. That the Manitoba Government enter into negotiations with the Government of Canada to develop Plans for its wastes where appropriate.

20. That the Manitoba Government establish an incentive program to encourage early achievement of targets and milestones. The incentive would be permission to use a recognition format adopted and promoted by the government.

GOVERNMENT INITIATIVES

In June 1990, the Minister publicly released the RAC Waste Minimization Action Plan and indicated acceptance of the general direction conveyed by the recommendations. WRAP Committees were initiated in January 1991 for the first set of priority material components in the waste stream (waste paper - old newspapers; beverage containers; used tires and used oil).

The question of whether there should be a threshold level exempting a distributor's participation in a waste reduction regime is to be considered for each material as part of the WRAP consultation process.

The principle criterion currently being employed is contribution to waste minimization in light of associated economic and environmental costs. Secondary criteria include opportunity of access for all Manitobans and likelihood of success based on demonstrated experience in Manitoba and elsewhere. This question will be referred to the WRAP Advisory Committee.

The Environmentally Sensitive Initiatives Committee (ESIC) was established in May 1989 to develop more environmentally friendly practices in procurement and operations for all government departments. Policies have been developed and detailed plans have been initiated.

The Manitoba Government is committed to working in cooperation with local councils and school boards in the development of action plans. The implications of a specific requirement are currently being evaluated and the matter is the subject of interdepartmental review.

The Green Plan has addressed the Government of Canada's responsibilities in this area. A Municipal Solid Waste Reduction Coordinating Committee has been established linking federal, provincial and municipal levels of government (chaired by the Province). This matter will be pursued over the course of 1991.

As targets are set and plans accomplished, implementation of this recommendation will become relevant. This will be referred to the WRAP Advisory Committee. A related initiative to bring recognition to worthy initiatives is the establishment of a WRAP Project Registry and a WRAP Success Story Award Program. Organizations, businesses, and individuals will be encouraged to participate. Registered projects will be reviewed and those deemed to be particularly noteworthy in demonstrating waste reduction and prevention achievements will receive recognition.

RAC RECOMMENDATION

21. That the Manitoba Government require distributors who have not filed Waste Minimization Action Plans by the specified date to post an appropriate performance bond. The bond would be forfeited if the distributor failed to meet the interim targets and milestones.

22. That the Manitoba Government establish appropriate predisposal levies for all products distributed in Manitoba for which waste reduction targets or milestones are not met. The levy would be scaled according to the level of non-performance and importance of the goods in the waste stream. The distributor of the products is liable for payment of the levy.

23. That the Manitoba Government ensure that the proceeds of any such levies or forfeited bonds be used for waste minimization purposes.

24. That prior to June 1, 1991 the Minister of Environment negotiate waste reduction targets for automotive tires, used motor oils and storage batteries to achieve a high level of waste reduction before June 1, 1993.

25. That Manitoba Environment, in cooperation with distributors and other stakeholders, undertake an immediate analysis of the impact of disposable diapers. All stakeholders should be represented in the design and execution of the study and in the negotiation of any targets. Interim targets or milestones should be achieved by June 1, 1993.

GOVERNMENT INITIATIVES

The Waste Reduction and Prevention Act proclaimed in August 1990 establishes the enabling powers required to achieve this measure. Implementation will be addressed in future WRAP Strategy Reports.

The Waste Reduction and Prevention Act proclaimed in August 1990 establishes the enabling powers required to implement this measure. The general procedure of Manitoba Environment will be to initially meet with "distributors" of products and materials with the potential to become waste to establish targets and allow these distributors to identify their plans for meeting their product stewardship obligations. These plans will be reviewed together with consideration of issues raised by other stakeholders and a decision will be taken. Adoption of general requirements will be considered upon review of the initial experience with implementation of WRAP Action Plans. This recommendation will be reviewed in future WRAP Strategy Reports.

The Waste Reduction and Prevention Act proclaimed in August 1990 establishes the enabling powers required to direct revenues to a designated agency with responsibilities for WRAP-related activities and programs. In addition, the Government retains the power to establish other revenue systems, which would accrue to general revenues, with a notional linkage to programs related to protection of the environment, including waste minimization.

In January 1991 the Minister of Environment initiated negotiations with distributors of automotive tires and lubricating oil by establishing WRAP Committees for these products. Initial reports are due in early April 1991. The situation for batteries was deemed to be less urgent and negotiations for this material are planned to begin later in 1991.

Manitoba Environment has been in contact with the major manufacturers of disposable diapers to review relevant research and related literature on this question. Further analysis of this issue will occur later in 1991 and will be addressed in the 1992 WRAP Strategy Report.

RAC RECOMMENDATION

26. That the Minister of Environment make negotiation of high waste reduction targets for the newspaper publishing industry a priority. Interim targets should be achieved by June 1, 1993.

27. That the Minister of Environment convene an advisory committee to develop and implement a waste reduction plan for corrugated cardboard and commercial waste papers. The advisory committee should develop a strategy to achieve a high reduction in waste, with interim targets to be achieved by June 1, 1993.

28. That the Minister of Environment establish a committee to prepare a viable strategy on composting by January 1991. The committee should review existing operations and include representatives of the provincial and municipal governments, universities and community organizations. Interim targets should be achieved by June 1, 1993.

29. That the Minister of Environment convene early discussions with all components of the "beverage industry" and other stakeholders, to develop an enhanced program for the industry. Existing accomplishments should be sustained and new targets and achievements identified. Discussions should be concluded and implementation begun not later than June 1, 1991.

GOVERNMENT INITIATIVES

In January 1991 the Minister of Environment initiated negotiations with the newspaper publishing industry by establishing a WRAP Committee on Old Newspapers (ONP). The Manitoba Government is committed to establishing a collection and marketing intermediary to ensure that there is an efficient and effective linkage between the supply and the market for this material.

Manitoba Environment recognizes old corrugated cardboard (OCC) to be an important waste stream component (particularly in the commercial and industrial sectors). Once the first set of WRAP Committee negotiations have been completed, it is intended to address the OCC problem through a similar process. This will occur later in 1991 and will be addressed in the 1992 WRAP Strategy Report.

Establishment of a committee to prepare a strategy on composting has been delayed until later in 1991. There have however been several initiatives supported, including the provision of funding and other support to the Dry Anaerobic Digestion Pilot Project that the University of Manitoba has developed in Portage la Prairie and establishment of a "Composting Caravan" and backyard composter subsidy program to support backyard composting. Support for larger scale composting is envisioned for the fall of 1991. The MSW Reduction Coordinating Committee, established in January 1991, provides a convenient forum to bring together different levels of government. Significant corporate support for composting initiatives in Manitoba is also foreseen in 1991.

In January 1991 the Minister of Environment initiated negotiations with the beverage industry by establishing a WRAP Committee on Beverage Containers, including distributors of soft drinks, beer, alcoholic beverages and grocery products. The initial focal point is on carbonated beverages, although it is the clear intent to quickly expand discussions to include other beverage containers. A report on the negotiations will be prepared for April 1991. Decisions regarding implementation will be reached later in 1991.

RAC RECOMMENDATION

30. That Manitoba Environment, in co-operation with other stakeholders, ensure that a province-wide community outreach program be actively pursued and coordinated including: materials and speakers on waste minimization and recycling, a quarterly newsletter to promote waste minimization and recycling, a toll-free "hot line" with consumer information on recycling opportunities, an anti-litter campaign, and establishment of a resource centre for ready access to information and material from Manitoba and elsewhere.

31. That Manitoba Environment, in consultation with the Department of Education and Training and interested organizations, develop materials and activities to be integrated into existing K-12 curricula.

32. That the Manitoba Government negotiate with School Boards to promote the adoption and implementation of waste minimization and recycling plans to demonstrate issues and options included in the school curricula.

GOVERNMENT INITIATIVES

In August 1990, the Province hired two Recycling Outreach Officers for six month term positions to strengthen communication and coordination with community-based organizations, municipalities and recycling industries, specifically by informing them of the Province's new programs and learning of their initiatives. The initial emphasis has been on the development of appropriate information networks, as opposed to direct outreach from the Government. To the degree possible, Manitoba Environment has attempted to rely on other organizations which have missions consistent with its waste minimization objectives. Funding has been provided from the Environmental Innovations Fund to the Recycling Council of Manitoba (RCM) to support a toll-free information line. While the Outreach Officers have spoken to many organizations, the Department has recognized the Speakers Bureau operated by RCM as a central clearing house for requests. Materials in support of waste reduction and prevention are being prepared by Manitoba Environment for April 1991. Numerous other grassroots organizations and private companies throughout Manitoba have been involved in supporting and promoting recycling and waste reduction initiatives. The Department recognizes a need to strengthen direct outreach to Manitobans in 1991-92, and will continue to implement a strategy of working cooperatively with other organizations to facilitate the exchange of information and network development.

Provincial curricula from Kindergarten to Grade 12 contain an environmental thread that is being strengthened in all subject areas. An Environmental Education consultant has been newly designated within Manitoba Education and Training to coordinate these efforts. An interdepartmental Education Working Group has also been established at the request of the Manitoba Round Table on Environment and Economy to develop an education strategy for sustainable development. Specific to waste minimization, Manitoba Environment together with the President of the Manitoba Science Teachers Association has developed activities for use by K-4 teachers. The first set of activities was printed for the October 1990 Environmental Education Conference. The remainder will be released in March 1991. Further development will be addressed in consultation with Manitoba Education and Training.

Implementation of this recommendation is currently being reviewed by an Interdepartmental Recycling and Waste Management Working Group, acknowledging that many school boards and individual schools have been responding to this issue.

RAC RECOMMENDATION

33. That the Minister of Environment consult with the Minister of Education and Training to ensure that waste minimization is thoroughly integrated in post-secondary education and training programs.

34. That the Manitoba Government encourage Manitoba based manufacturers to include recycled materials in their products where possible.

35. That the Manitoba Government encourage Manitoba distributors to provide products containing recycled materials.

36. That the Minister of Environment designate a "grassroots coordinating agency" for waste minimization following consultations with community, environmental, business, and municipal organizations. This "agency" should be representative of geographic and sectoral interests in the province and serve as a forum for the debate of waste minimization and recycling issues.

37. That the Minister of Environment set as a priority the demonstration of effective and efficient approaches to waste minimization so that these can be implemented as part of this strategy by January 1, 1993.

38. That the Minister of Environment consult with stakeholders on the establishment of clear criteria to evaluate infrastructure development and demonstration. These criteria could also be used to evaluate requests for financial aid in support of waste minimization projects.

GOVERNMENT INITIATIVES

Implementation of this recommendation is currently being reviewed by an Interdepartmental Recycling and Waste Management Working Group. An Engineering Design Project at the University of Manitoba was supported by EIF to complete four "real life" environmental design projects. An interdepartmental Education Working Group has been established at the request of the Manitoba Round Table on Environment and Economy to develop an education strategy for sustainable development.

The Recycling Business Development Fund was developed to assist manufacturers to introduce new technology and the use of recyclable products in their operations and/or products. The pilot program ends March 31, 1991.

Implementation of this recommendation is currently being reviewed by an Interdepartmental Recycling and Waste Management Working Group.

From September 1990 to March 1991, two Recycling Outreach Officers have contacted and assessed the needs of community, environmental, business, and municipal organizations involved in waste minimization and recycling issues. Following this stage of consultation, it is intended to develop options and recommendations on the implementation of this recommendation, so that this can be addressed in the 1992 WRAP Strategy Report.

In June 1990 the Minister of Environment announced an allocation of \$1 million for waste minimization initiatives such as pilot multi-material collection, composting, education, other community support projects and recycling business development. As of February 1991, over 30 waste reduction projects were funded from the EIF to provide information on the effectiveness of innovative approaches to problems. The Planning and Innovation Division of Manitoba Environment is monitoring the projects so that they may be evaluated and appropriate conclusions drawn to influence subsequent operational decisions.

Development of evaluation criteria is an important element of the work to be accomplished in 1991. This question has been raised at the Intergovernmental MSW Reduction Coordinating Committee to ensure that there will be consistency. This question will be referred to the WRAP Advisory Committee for assessment so that criteria are in place by October 1991 and reviewed by the Interdepartmental Recycling and Waste Management Working Group and Manitoba Round Table.

RAC RECOMMENDATION

39. That the Manitoba Government establish a Waste Minimization Trust Fund to provide financial aid for qualified projects demonstrating waste minimization opportunities and furthering education on waste minimization. Further, that the Board of Trustees invite, business, other governments and private donors to contribute to the Trust Fund.

40. That Manitoba Environment ensure that the implementation of the new, proposed, Waste Disposal Grounds regulations contribute to the success of the Waste Minimization Strategy.

41. That the Manitoba Government encourage municipalities and Local Government Districts to form waste minimization regions or districts.

42. That Manitoba Environment make consolidation of Waste Disposal Grounds a "principle of application" for the regulations.

43. That the Manitoba Government amend the Municipal Act, and any related Acts, to permit charging a fee for collection and handling of wastes on a quantity related basis.

44. That the Manitoba Government actively encourage municipalities to levy charges for waste collection and handling on the basis of volume of waste identified and substantiated rather than paying for this service through property taxes.

GOVERNMENT INITIATIVES

In June 1990 the Minister of Environment announced an allocation of \$1 million for waste minimization initiatives as part of the Environmental Innovations Fund (EIF). This component is managed by the Planning and Innovation Division of Manitoba Environment. The EIF is coordinated by the Sustainable Development Coordination Unit. Funding priorities are determined by the Sustainable Development Committee of Cabinet. Establishment of a Trust Fund open to non-government contributions will be referred to the WRAP Advisory Committee.

A revised Waste Disposal Ground Regulation is currently in the final stages of development. Manitoba Environment has established an internal WRAP Implementation Committee to ensure effective coordination with implementation of this regulation and the WRAP program itself.

One of the projects supported by the EIF Waste Minimization allocation was a pilot regional waste management study for the Pembina Valley Development Corporation. This study (*Rubbish to Resource: A Waste Management Study*) was completed in the fall of 1990 and has been very well received. Manitoba Environment has conducted numerous discussions with municipalities in other regions. A new EIF-supported project following up on the initial pilot began in February 1991 to provide central training and support for On-Site program personnel to be hired as regional waste management coordinators by municipalities interested in forming regional recycling networks. Adoption of a more specific recommendation will be considered following review of this project and will be addressed in the 1992 WRAP Strategy Report.

Consideration of consolidation options will be pursued as part of the process pursued in licensing waste disposal ground facilities.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. This committee includes the Department of Rural Development which maintains responsibility for the Municipal Act and the Department of Urban Affairs which is responsible for the City of Winnipeg Act. This issue will be addressed in the 1992 WRAP Strategy Report.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. This committee includes the Department of Rural Development which maintains responsibility for the Municipal Act and the Department of Urban Affairs which is responsible for the City of Winnipeg Act. This issue will be addressed in the 1992 WRAP Strategy Report.

RAC RECOMMENDATION

45. That the Manitoba Government provide financial and technical assistance to municipalities to develop waste minimization plans. To be eligible for assistance, consideration must be given to regional cooperation on waste disposal grounds, user fees, and the provision of waste reduction facilities, transfer stations and composting.

46. That the Manitoba Government give the Interdepartmental Procurement Committee a continuing mandate to identify additional opportunities to purchase environmentally responsible products. The existence of that Committee and the procurement policy should be widely publicized.

47. That the Manitoba Government tender for recycling services to contribute to the successful implementation of this Strategy.

48. That the Manitoba Government require, as a minimum standard, the adoption of its procurement policy as a requirement for receiving provincial funding in excess of \$100,000.

49. That all Provincial Crown Corporations be required to adopt the procurement policy specified above.

50. That the Manitoba Government initiate discussion with the Federal Government to put policies in place, and provide funds, to encourage research and development in Manitoba into waste reduction with attendant increase in knowledge and expertise, and industrial potential in the area of environmental sustainability.

51. That the Manitoba Government designate an existing agency to coordinate the development of products and processes which could use secondary materials from Manitoba's waste stream.

GOVERNMENT INITIATIVES

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. This committee includes the Department of Rural Development which maintains responsibility for the Municipal Act and the Department of Urban Affairs which is responsible for the City of Winnipeg Act. This issue will be addressed in the 1992 WRAP Strategy Report. A new EIF-supported project began in February 1991 to provide central training and support for On-Site program personnel to be hired as regional waste management coordinators by municipalities interested in forming regional recycling networks.

In May 1989 the Manitoba Government established an Environmentally Sensitive Initiatives Committee. This committee's initial focus was on government procurement. It developed policies to encourage the use of rerefined lubricating oil, recycled office paper, sanitary paper products and gasohol by government. The committee's mandate has been expanded to wider areas of Government activity. As the success of these initiatives develops, further publicity will follow to promote similar initiatives elsewhere.

This approach is being pursued by the Department of Government Services as the lead agency.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. A decision is to follow shortly and will be addressed in the 1992 WRAP Strategy Report.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. A decision is to follow shortly and will be addressed in the 1992 WRAP Strategy Report.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. A decision is to follow shortly and will be addressed in the 1992 WRAP Strategy Report. The Department of Industry Trade and Tourism has maintained on-going discussions with the federal Department of Industry Science and Technology on the promotion of Environmental Industries.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. A decision is to follow shortly and will be addressed in the 1992 WRAP Strategy Report.

RAC RECOMMENDATION

52. That the Manitoba Government support national initiatives to encourage the use of recycled materials in products, but not set minimum content criteria.

53. That the Manitoba Government investigate and implement a program to rebate Manitoba Provincial Sales Tax paid on future purchases of waste minimization equipment.

54. That Manitoba Environment be given sufficient additional resources to properly implement the elements of the Waste Minimization Strategy.

55. That the Manitoba Government ensure that all the funds raised by the Environmental Protection Tax announced in the 1989 Provincial Budget be used to implement this Waste Minimization Strategy.

56. That the Manitoba Government investigate and secure other funding sources (as required) to implement this Strategy in the longer term.

GOVERNMENT INITIATIVES

The Manitoba Government has been active in promoting waste minimization targets and not the reliance on minimum content requirements. Manitoba has participated fully in the development of the National Packaging Protocol which has set a 50% reduction target for packaging waste. Encouragement to use recycled materials in products will be considered in assessing implementation plan options associated with the development of WRAP Action Plans.

This recommendation is currently under review by an Interdepartmental Recycling and Waste Management Working Group. A decision is to follow shortly and will be addressed in the 1992 WRAP Strategy Report.

In June 1990 the Waste Reduction and Prevention Branch was established in the newly created Planning and Innovation Division. In 1990/91 the WRAP Branch had two permanent staff plus two Recycling Outreach Officers hired for six month term positions. An additional permanent position for implementation of *The WRAP Act* was approved as part of the 1990/91 Estimates process concluded in November 1990.

There is a no formal linkage between the funds which are raised by the Environmental Protection Tax (EPT) and the funds which are allocated for implementing any particular program or project. EPT revenues contribute to general Government revenues. The Environmental Innovations Fund receives a funding allocation as part of the Government's Estimates process. Funding for waste minimization (\$700,000 for 1990/91) is determined by the Sustainable Development Committee of Cabinet. *The WRAP Act* enables the Government to establish assessments on designated products and materials and flow these directly to waste reduction and prevention programs for these materials.

An interdepartmental committee investigating funding sources for programs related to sustainable development (including waste minimization) has been established. This will be addressed in the 1992 WRAP Strategy Report.



Waste Reduction and Prevention

APPENDIX B

**Environmental Innovations Fund:
Waste Minimization Component**

Environmental Innovations Fund: Waste Minimization Component

OBJECTIVES OF THE EIF: WASTE MINIMIZATION COMPONENT

The specific objectives of the EIF: Waste Minimization Component are as follows:

- To promote development of new waste minimization programs within the public and private sector.
- To promote public education and information about waste minimization.
- To promote community involvement.
- To promote environmental industries contributing to waste minimization.
- To promote business to develop waste minimization industries.

In June 1990, the Minister of Environment announced a \$1 million Waste Minimization Component of the Environmental Innovations Fund (EIF). Of this total, \$700,000 was allocated for the 1990-91 fiscal year. This funding supports initiatives such as collection, composting, education and community support projects.

Projects funded under the EIF: Waste Minimization Component are intended to promote waste reduction and prevention. The Waste Minimization Component is managed by the Planning and Innovation Division of Manitoba Environment. Funding priorities are determined by the Sustainable Development Committee of Cabinet, who have responsibilities for all components of the EIF. Administrative support is provided by the Sustainable Development Coordination Unit.

Criteria

Refinement of evaluation criteria for projects under consideration and under review is an important element of the work to be accomplished in 1991.

The question has been raised at the Intergovernmental Municipal Solid Waste Reduction Coordinating Committee. It will also be discussed by the WRAP Advisory Committee. The goal is to have these criteria in place by October 1991.

The draft criteria and guidelines used for assessing applications to the Waste Minimization Component of the EIF are as follows:

- Does the project focus on some dimension of waste minimization (e.g. collection, education and awareness, composting, community support);
- Is there a demonstrated need for the project;
- Is the project innovative or, at a minimum, does it have some unique elements (Duplication of existing services is to be avoided);
- Will the outcomes of the project contribute to the body of knowledge and research about recycling and waste minimization in Manitoba;
- Are there clearly defined goals and objectives, a workplan, and a budget with details about the use of funds;
- Is the required level of funding appropriate;
- Is the workplan consistent with the stated objectives of the project and does it provide for their achievement;

- Is there a high level of community involvement;
- Is there demonstrated potential for the project to become self-sustaining in the long-term;
- What level and source of partner funding and in-kind support are available;
- Do project management and personnel have the skills, knowledge and experience required to successfully carry out the project?

Eligibility

Few restrictions have been placed on eligibility requirements. Groups and agencies that are eligible to apply to the EIF: Waste Minimization Component for funding include:

- Non-governmental groups:
 - religious, community, charitable and voluntary organizations;
 - environmental non-profit and youth groups;
 - service clubs;
- Government agencies and municipalities;
- Industry and businesses.

Process

Applications for the EIF: Waste Minimization Component are submitted to the Minister of Environment. Applications will be reviewed by a screening committee comprised of departmental staff. Projects will be funded by way of a grant, or a contract will be established, depending on the nature of the project.

Accountability Requirements

Regular reports summarizing project activities and expenses are required to outline project progress. Key indicators and their measurement will be developed in consultation with Manitoba Environment staff. A project budget and financial statements detailing project revenues and expenses will provide useful data in determining future project viability. Satisfactory proof of project completion is to be submitted within 90 days of completion.

A project manager must be designated who will be held responsible for ensuring that the project workplan is carried out, that funds are properly spent (unexpended funding remaining at the conclusion of the project must be returned to the Innovations Fund), and that all required reports are submitted. The project manager may be required to sign a statement

at the conclusion of the project indicating that all debts and expenses relating to the project have been paid. Independently audited financial statements may be required in some cases.

EIF PROJECTS FUNDED AS OF MARCH 1, 1991

Over 30 waste reduction projects have been supported under the Environmental Innovations Fund: Waste Minimization Component over the past fiscal year. Some of the key projects are listed below:

RECYCLING AND COLLECTION PROJECTS

- **CFC Collection Project, City of Winnipeg (\$12,500)**
A project to recover Chlorofluorocarbons (CFCs) from discarded white goods (refrigerators and freezers) in Winnipeg.
- **Permanent Recycling Depots, Recycling Council of Manitoba (\$40,000)**
The operation of multi-material permanent drop-off depots located in the parking lots of three major shopping centres in Winnipeg.
- **Recycling Depots, St. Norbert Foundation (\$5,000)**
A collection program for South Winnipeg, operated by the Second Harvest Community Committee, using unstaffed collection bins.
- **Curbside Recycling, ARC Industries (\$15,000)**
Curbside collection program in Selkirk.
- **Blue Bag Program, Resource Recovery Institute (\$35,000)**
Curbside collection program in Winnipeg (\$30,000 grant in 1989).
- **Permanent Depot, Westman Recycling Council (\$29,500)**
A Pilot project to demonstrate the operation of a weekly drop-off type depot with zero warehousing.
- **West Kildonan Recycling Program, West Kildonan Memorial Community Centre Recycling Committee (\$4,000)**
The operation of permanent collection bins at the West Kildonan Memorial Community Centre, and a curbside collection service for seniors and physically handicapped persons residing in the area.
- **Permanent Depot Site, Rockwood Environmental Action Community Task Force (\$5,000)**
The operation of a permanent depot site in Stonewall.
- **Touchwood Park Industries (\$2,750)**
Touchwood Park Industries operates a depot in Neepawa.
- **Russell Recycling Project (\$3,000)**
The operation of a recycling depot in Russell.

COMPOSTING PROJECTS

- **Anaerobic Composting of Urban Wastes, University of Manitoba (\$38,000)**
Involves the construction and operation of an anaerobic digester in Portage la Prairie.
- **Christmas Tree Recycling, Fort Whyte Centre for Environment Education (\$3,200)**
The project recycled Christmas trees by chipping them and using them for mulch, and sinking whole trees in the lakes at Fort Whyte Centre to serve as "fish-houses".

EDUCATION AND AWARENESS PROJECTS

- **World '90, Science Teachers' Association of Manitoba (\$25,000)**
An international conference on Environment, Energy and Economics, held in Winnipeg during October 1990.
- **Recycling and Waste Minimization Conference (\$19,500)**
A conference in April, 1991 that will provide the public with an opportunity to discuss the implementation of *The Waste Reduction and Prevention Act*, and the recommendations of the Recycling Action Committee.
- **Tin Can Recycling: A Feasibility Study, Natural Resources Institute (\$2,000)**
A study to determine the feasibility of recycling tin cans in Winnipeg.
- **Engineering Design Projects, University of Manitoba (\$1,200)**
Students of the Mechanical Engineering Design course completed four "real life" environmental design projects.
- **Community Education and Projects Coordination, Thompson Environmental Council (\$10,000)**
Development and implementation of environmental education programs for schools and the public, research activities related to the public's level of awareness and concern of environmental matters, and the promotion of recycling.
- **Earth Day, 1990 (\$15,000)**
A major international environmental event that was marked, in Winnipeg, by a full day of events, including an Earth Day Fair.
- **Information and Referral Service, Manitoba Eco-Network (\$29,000)**
An information and referral service on environmental issues.
- **Recycling Information Line, Recycling Council of Manitoba (\$30,000)**
A telephone information line to respond to questions on recycling and waste reduction.
- **Manitoba Waste Exchange, Biomass Energy Institute (\$10,000)**
An information centre for business on waste reduction and opportunities for waste exchange.

NETWORK SUPPORT PROJECTS

- **Association for Clean Rural Environment (ACRE) (\$25,000)**
A non-profit provincial corporation that is responsible for collecting and dealing with agricultural chemical containers in rural Manitoba.
- **Pembina Valley Solid Waste Management Study, Pembina Valley Development Corporation (\$14,300)**
An assessment of solid waste disposal practices and problems in the Pembina Valley. Recommendations on waste reduction opportunities, regional landfill and recycling network opportunities were developed.
- **Regional Municipal Waste Management Coordination and Development, Earthbound Consulting Services (\$45,600)**
This project will support regional municipal waste management initiatives through the provision of training and coordination of On-Site employees engaged by municipalities to assess their waste management and recycling infrastructure needs.
- **Collection and Marketing Intermediary for Waste Paper, Moore and Associates (\$20,000)**
A consultant study to determine the feasibility of a province-wide collection and marketing intermediary for the recycling of waste paper.

RECYCLING BUSINESS DEVELOPMENT FUND

In January 1991, a Recycling Business Development Fund was established to assist manufacturers and processing firms and related services to incorporate waste reduction and prevention technology in their operations and to use recyclable products.

The objective is to introduce new technology that will further sustainable development while maintaining productivity, quality, and competitiveness. The program is administered by the Department of Industry, Trade and Tourism in conjunction with Manitoba Environment and the Sustainable Development Coordination Unit. The Fund would provide either a loan or cost-shared financial assistance. The Fund was initiated as a pilot program and will end March 31, 1991.

Two projects are currently under review for assistance.





Waste Reduction and Prevention

APPENDIX C

Glossary of Terms and Acronyms

GLOSSARY of Terms and Acronyms

Association for a Clean Rural Environment (ACRE)	A non-profit, multi-stakeholder corporation charged with the responsibility of cleaning up container collection sites throughout rural Manitoba. ACRE is funded by a surcharge on agricultural chemical containers. Its mandate extends to other rural environmental concerns as well.
Canadian Council of Ministers of Environment (CCME)	A national council composed of the Ministers of Environment from every province and territory and the federal government.
Collection and Marketing Intermediary (CMI)	A Government election commitment to facilitate the collection and marketing of paper for recycling in Manitoba.
Education Working Group (EWG)	An interdepartmental committee established at the request of the Round Table to develop an education strategy for sustainable development.
Environmental Innovations Fund (EIF)	A fund, created by <i>The WRAP Act</i> through amendment to the Environment Act, which is intended to provide financial support for the development, implementation and promotion of environmental innovation projects. The EIF is coordinated by the Sustainable Development Coordinating Unit. An allocation of \$1,000,000 to support waste reduction projects was announced in June 1990.
Environmental Partners Fund (EPF)	A grant program, administered by Environment Canada, intended to stimulate partnership and encourage individuals to get personally involved in cleaning up the environment through local community based organizations.
Environmental Protection Tax (EPT)	A provincial tax applied to non-deposit liquor containers.
Environmentally Sensitive Initiatives Committee (ESIC)	An interdepartmental committee, chaired by Government Services, looking at how to make government operations more environmentally sensitive. Originally called the Procurement Committee.
Green Plan	The federal government's environmental action plan.
Manitoba Environment's Public Registry System	Part of Manitoba Environment's licensing system, this network of public libraries provides public access to files concerning proposed environmental developments. There are 10 public registries, located in Selkirk, Winnipeg (Centennial Library), Morden, Dauphin, Brandon, Flin Flon, Thompson, The Pas, Portage la Prairie, and the Department of Environment's Resource Centre.

Manitoba Round Table on the Environment and Economy	A multi-stakeholder body, chaired by Premier Filmon, which identifies and discusses issues and develops recommendations to resolve the issues of sustainable development (environment and economy).
Market	Markets for recycling are facilities or places where secondary materials are converted into new products.
Municipal Solid Waste Reduction Coordinating Committee (MSWRCC)	An intergovernmental committee chaired by Manitoba Environment. The Committee includes representatives of municipal governments and Environment Canada in order to link initiatives in waste reduction in Manitoba.
National Packaging Protocol (NAPP)	An initiative of the Canadian Council of Ministers of Environment, which in consultation with non-government stakeholders is developing a policy on packaging as part of its program to reduce the amount of waste by 50% by the year 2000.
Old corrugated cardboard (OCC)	Clean old corrugated containers
Old newspaper (ONP)	Clean used newsprint
On-Site	On-Site is a job training program paid for through Section 25 of the Unemployment Insurance Act and administered by Energy Pathways.
Planning and Innovation Division	A division of Manitoba Environment charged to actively promote environmental protection and sustainable development. The WRAP Branch is one of its areas of responsibility.
Product Life Cycle	The process of designing, producing, distributing, using and disposing of a product. Usually used in reference to the analysis of the total environmental impacts and costs of each step in the cycle.
Recycling Action Committee (RAC)	A multi-stakeholder committee, appointed by the Minister of Environment, which after much public consultation submitted a Waste Minimization Action Plan to the Minister in June 1990.
Recycling Action Committee Action Plan	Subtitled "A Waste Minimization Strategy for Manitoba in the 1990's", this document was prepared by the Recycling Action Committee. Copies are available from Manitoba Environment.
Recycling Business Development Fund (RBDF)	A pilot program of the Environmental Innovations Fund that provides cost-sharing financial assistance or loans to manufacturers and processors to incorporate new technology into their operations involving waste reduction/prevention technology and the use of recyclable products in their operations. The program is funded until March 31, 1991 and is administered by the Department of Industry, Trade and Tourism.

Recycling Council of Manitoba (RCM)	A citizens group dedicated to the promotion of increased waste reduction in Manitoba.
Recycling and Waste Management Working Group (RWG)	An interdepartmental committee, chaired by the Sustainable Development Coordinating Unit, intended to develop the provincial position on the Waste Minimization Action Plan and to develop the Manitoba Round Table's Sustainable Development Strategy for Recycling and Waste Management.
Secondary Materials	Recyclable resources which have been cleaned and prepared to the extent that they can replace competing materials from new resources.
Sustainable Development Committee of Cabinet (SDCC)	A committee of the Manitoba Cabinet.
Sustainable Development Coordinating Unit (SDCU)	Reporting to the Premier, this group provides secretariat support to the Manitoba Round Table and overall sustainable development coordination for the Government of Manitoba.
Sustainable Development Strategy (Core Strategy)	Also known as the "Core Strategy", this is spelled out in a document titled, "Towards a Sustainable Development Strategy for Manitobans". The strategy has been developed by the Manitoba Round Table and will be subject to public dialogue in 1991.
Waste Reduction and Prevention (WRAP)	The terms "waste minimization" and "waste reduction" are synonymous.
<i>The Waste Reduction and Prevention Act (The WRAP Act)</i>	<i>The Waste Reduction and Prevention and Consequential Amendment Act, Chapter 60 of the Manitoba Statutes, proclaimed in August 1990.</i>
WRAP Action Plan	A waste reduction program which has been endorsed by the Minister of Environment.
WRAP Advisory Committee	A multi-stakeholder committee to be appointed by the Minister of Environment for the purpose of providing advice and assistance in carrying out the purpose of <i>The WRAP Act</i> .

WRAP Branch	The Waste Reduction and Prevention (WRAP) Branch was established in June 1990 within the Planning and Innovation Division of Manitoba Environment. The Branch was established to work with the public, businesses, environmental groups and grassroots organizations to implement <i>The WRAP Act</i> . The WRAP Branch is responsible for the administration of <i>The WRAP Act</i> and producing the annual WRAP Strategy Report, coordination of provincial recycling programs, technical studies and advice on waste reduction and prevention and establishment and monitoring of WRAP Action Plans.
WRAP Committee(s)	Special committees, appointed by the Minister of Environment, to address specific products or materials and the application of <i>The WRAP Act</i> .
WRAP Implementation Committee	A committee composed of staff from the different divisions of Manitoba Environment to ensure departmental coordination of WRAP initiatives.
WRAP Project Registry	An open registration system will be established by Manitoba Environment for organizations, business or individuals, so that particularly noteworthy achievements can receive recognition through the presentation of a WRAP Success Story Award.
WRAP Strategy Report	Required by <i>The WRAP Act</i> to be issued annually.
WRAP Success Story Award	Awards to be established to raise awareness of successful waste reducers.